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Message Text

SECRET

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12
ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 CCO-00 /026 W
---------- 039585
Z 221735Z MAY 76 ZFF4 CORR COPY FOR MCN//////
FM AMEMBASSY QUITO
TO SECSTATE WASHDC FLASH 245

S E C R E T QUITO 3730

EXDIS

DEPARTMENT PASS TO USDEL FOR SECRETARY FLASH

ALSO FOR EAGLEBURGERN ROGERS AND ARA

E.O. 11652: GDS
TAGS: OVIP (KISSINGER, HENRY A.) PFOR EC
SUBJ: PROPOSED PRESS GUIDANCE ON CANCELLATION OF SECRETARY'S VISIT TO ECUADOR

REF: (A) SECTO 13064; (B) QUITO 3727; (C) QUITO 3729

1. WHILE I AM DEEPLY DISAPPOINTED BY THE ECUADOREANS' WITHDRAWAL OF THEIR INVITATION, I URGE THAT WE NOT MAKE A PUBLIC STATEMENT ALONG THE LINES CONTAINED IN REF. A UNDER ANY CIRCUMSTANCES.

2. SUCH A STATEMENT, WITH ITS STRONG IMPLICIT CRITICISM OF GOE'S BEHAVIOR AND ITS QUESTIONABLE INTERPRETATION OF THE FACTS (WE HAD BEEN WILLING TO NEGOTIATE CONDITIONS; THEY, NOT WE, CALLED OFF THE VISIT), WILL IMMEASURABLY COMPOUND THE DAMAGE THAT HAS BEEN DONE TO OUR RELATIONS BY THE GOE'S ACTIONS. I PERSONALLY WOULD BE PREPARED NEVERTHELESS, TO CONCUR IN SUCH A STATEMENT IF I THOUGHT ANY USEFUL PURPOSE OF OURS WOULD BE SRRVED THEREGY. HOWEVER, I THINK U.S. INTERESTS REQUIRE US TO SUPPRESS OUR IRE AT THE ECUADOREANS' UNPLEASANT BEHAVIOR AND STAY OUR HAND.

3. YOU HAVE REPEATEDLY POINTED OUT THAT IN THE CONTEM-
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PORARY PERIOD, BECAUSE OF THE INCREASINGLY UNACCEPTABLE RISKS POSED BY THE USE OF FORCE BY THE BIG POWERS AND THE GROWING INTERDEPENDENCE OF ALL STATES, SMALL NATIONS CAN HAVE AN INFLUENCE FAR BEYOND WHAT WAS POSSIBLE IN EARLIER ERAS. ECUADOR IS AS GOOD AN EXAMPLE OF THAT TRUTH AS ANY:

--ECUADOR IS A MAJOR PROTAGONIST IN THE LAW OF THE SEA NENEGOTIATIONS OVER THE ISSUE OF THE REGULATION OF HIGHLY MIGRATORY SPECIES AND REGIONAL COOPERATION ON THAT PROBLEM AND THUS IS A KEY TO OUR OBJECTIVE OF PRESERVING THE ACCESS OF OUR DISTANT WATER TUNA FISHERMEN TO TUNA GROUNDS ALL OVER THE WORLD. THOSE ELEMENTS WITHIN THE FOREIGN MINISTRY WHO FAVOR ACCOMMODATION TO U.S. AND THE MAJORITY OF NATIONS ON A 200-MILE ECONOMIC ZONE (QUIETLY ABANDONING THE TERRITORIAL CONCEPT) AND WHO ADVOACTE A REGIONAL FISHERIES AGREEMENT WOULD BE WEAKENED SHOULD WE PERMIT CANCELLATION OF THE VISIT TO ESCALATE INTO A PUBLIC CONTROVERSY;

--IT ALSO HAPPENS THAT SOME OF THE BEST TUNA FISHING GROUNDS ARE OFF THE ECUADOR COAST AND, WHETHER WE GET AN LOS TREATY OR NOT, THE GOE CAN UNILATERALLY MAKE IT SO PAINFUL FOR OUR FISHERMEN THAT THEY WILL HAVE TO ABANDON THE AREA OR WE WILL HAVE TO SEND GUNBOATS. WE NEED THEREFORE TO WORK OUT WITH ECUADOR SOME ARRANGEMENT TO PERMIT CONTINUED ACCESS TO THESE WATERS. AN EASTERN PACIFIC TUNA AGREEMENT SEEMS THE BEST SOLUTION AND WE HAVE BEEN DISCUSSING THE TERMS OF SUCH AN AGREEMENT WITH ECUADOR--WITH MILDLY ENCOURAGING RESULTS

--TEXACO AND GULF HAVE A $240 MILLION CONSORTIUM INVESTMENT IN ECUADOR WHICH ONLY BEGAN TO YIELD A RETURN TO THEM 2-3 YEARS AGO. THERE HAS BEEN A CONTINUOUS STRUGGLE BETWEEN THE GOE AND TEXACO-GULF OVER THE DIVISION OF THE PIE AND THERE HAVE RECENTLY BEEN EFFORTS BY CERTAIN ACTORS HERE TO FORCE NATIONALIZATION. T-G IN RECENT WEEKS HAS BEEN TRYING TO EDUCATE THE PRESENT JUNTA AND WHEN IT TALKED TO T-G OFFICIALS THE DAY BEFORE I LEFT THE U.S., THEY THOUGHT THEY WERE MAKING SOME IMPRESSION.

--ECUADOR HAS BEEN A LEADING PROPONENT, ALONG WITH PERU, OF THE PRINCIPLE OF COLLECTIVE ECONOMIC SECURITY, AND HAS EFFECTIVELY USED THE OAS FORUM TO MOBILIZE LATIN AMERICAN

OPINION AGAINST OUR CONGRESS' PENCHANT FOR RETALIATION BY LEGISLATION.

4. SO WE DO HAVE A CONSIDERABLE STAKE IN ECUADOR AND IN THE ECUADOREAN GOVERNMENT'S ATTITUDES TOWARD US, WHICH IN TURN AFFECT ITS WILLINGNESS TO NEGOTIATE WITH US OR OUR CITIZENS. WE ARE IN THE SEEMINGLY ANOMALOUS (BUT INCREASINGLY COMMON)

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POSITION FOR A BIG POWER OF HAVING TO BEND FURTHER THAN THE SMALL STATES IN ORDER TO ENCOURAGE THEM TO PLAY A RESPONSIBLE INTERNATIONAL ROLE.

5. I KNOW THAT THE RIPOSTE TO ALL THE ABOVE IS THAT ECUADOR GOT ITSELF INTO THIS BY ITS UNREASONABLE BEHAVIOR OVER YOUR VISIT. I ALSO APPRECIATE THAT, HAVING BEEN WOUNDED BY THE GOE'S ACT, OUR IMPULSE IS TO STRIKE BACK, TO SHOW THE GOE THAT THERE IS A COST. BUT I ALSO THINK WE NEED TO WEIGH THOSE FEELINGS COLDLY AGAINST WHAT IS BEST FOR THE AD-VANCEMENT OF U.S. INTERESTS VIS-A-VIS ECUADOR, WHICH I HAVE TRIED TO DO ABOVE. I THINK WE ALSO NEED TO UNDERSTAND THAT THIS PRESENT REGIME WAS SIMPLY SCARED TO DEATH THAT IF IT DID NOT GET YOU TO MAKE CONCILIATORY, EVEN CONCESSIONARY, STATEMENTS ITS SURVIVAL WAS AT HAZARD. (REF B) ANDITS PERCEPTIONS OF WHAT IT NEEDED FROM YOU BY WAY OF STATEMENTS HAVE BEEN CONDITIONED BY YEARS OF WHAT FROM HERE APPEARS TO BE U.S. BULLYING (E.G. THE PELLY AND OTHER AMENDMENTS, THE GSP EXCLUSION, THE THREATS OF IMPORT PROHIBITONS IN THE TUNA SECTIONS OF OUR 200-MILE FISHING LAW). SO, WHILE THEIR ACTIONS MAY HAVE BEEN UNREASONABLE, THEY ARE UNDER-STANDABLE.

6. FOR THE ABOVE REASONS, WHICH FUNDAMENTALLY HAVE TO DO WITH PROTECTING AND ADVANCING U.S. INTERESTS, I STRONGLY URGE THAT THE PRESS GUIDANCE CONTAINED IN REF A. NOT BE USED. IN-STEAD, WE SHOULD, IF ASKED, SIMPLY SAY THAT, WHILE A NUMBER OF POSSIBLE STOPS IN CONNECTION WITH YOUR TRIP TO SANTIAGO WERE CONSIDERED, INCLUDING ECUADOR, IT WAS DECIDED FOR REA-SIONS OF SCHEDULING NOT TO INCLUDE QUITO ON THIS TRIP. WE HAVE BEEH TOLD BY THE FOREIGN MINISTRY THAT IT PLANS NO FURTHER STATEMENTS OTHER THAN THAT REPORTED IN REF. C. BLOOMFIELD

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NOTE BY OC/T: NOT PASSED SECRETARY.

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